



City of Richmond

Report to Committee

To: General Purposes Committee **Date:** April 18, 2023
From: Jason Kita **File:** 01-0005-00/Vol 01
 Director, Intergovernmental Relations and
 Corporate and Strategic Planning
Re: Updated Flags Policy 1306

Staff Recommendation

That *Flags Policy 1306* as amended in the staff report titled “Updated Flags Policy 1306” dated April 18, 2023 from the Director, Intergovernmental Relations and Corporate and Strategic Planning, be adopted.

Jason Kita
 Director, Intergovernmental Relations and Corporate and Strategic Planning
 (604-276-4091)

Att. 2

REPORT CONCURRENCE		
ROUTED TO: City Clerk	CONCURRENCE <input checked="" type="checkbox"/>	APPROVED BY CAO
SENIOR STAFF REPORT REVIEW	INITIALS: 	

Staff Report

Origin

At the Regular Council Meeting dated September 26, 2022 staff received the following referral:

“That staff review the Flag policy and report back.”

At the Regular Council Meeting dated March 13, 2023, Council adopted the following which responded to the above referral:

“That option 2 as outlined in the report titled “City of Richmond Flag Policy” dated January 26, 2023 from the Director, Intergovernmental Relations and Corporate and Strategic Planning be endorsed; and

That an additional flagpole be erected at the east side of City Hall (fronting No. 3 Road) so long as the Ukrainian flag is flying.”

This report provides an updated *Flags Policy 1306* for Council’s review and adoption.

This report supports Council’s Strategic Plan 2022-2026 Focus Area #6 A Vibrant, Resilient, and Active Community:

Vibrant, resilient and active communities supported by a wide variety of opportunities to get involved, build relationships and access resources.

6.3 Foster intercultural harmony, community belonging, and social connections.

Analysis

Council approved the *Flags Policy 1306* be updated to include the display of a flag to recognize Pride to be displayed during the City of Richmond Pride Week and a flag to commemorate the National Day for Truth and Reconciliation to be displayed on September 30 of each year. These flags will be displayed on a flagpole located on the east side of City Hall (fronting No. 3 Road).

In addition, minor housekeeping updates were made including adding a responsibility section, removing some references to the Canadian Olympic flag (which can be considered an organizational banner), reviewing the definitions of key terms, and re-ordering some of the sections for clarity. Changes to the policy are marked in red in **Attachment 1** and a clean version of the revised policy is provided in **Attachment 2** for adoption.

Financial Impact

None.

Conclusion

The updated *Flags Policy 1306* will continue to guide the City’s practices and conventions around the displaying of flags in order to ensure respect and consistency in protocol.

April 18, 2023

- 3 -



Alisa Carey
Manager, Intergovernmental Relations
(604-247-4695)

Att. 1: Flag Policy 1306 – Redlined Version
Att. 2: Flag Policy 1306 – Clean Version for Adoption

POLICY 1306: REDLINED VERSION**I. Purpose**

To identify the policy to be used for ~~flying displaying~~ flags under Richmond City Council's jurisdiction, namely all flags displayed on municipal property.

II. Scope

This policy applies to all flags flown by the City of Richmond at ~~Richmond City Hall and~~ all municipal facilities, including the Richmond Olympic Oval. This policy does not apply to the City's Street Banner Program. ~~The Administrative Procedure will define the implementation of this policy and~~ Definitions of key terms are included in (Attachment 1).

III. Responsibility

Decisions under this policy to display flags, half-mast flags, display organizational banners or guest flags on occasions not provided for in this policy, will be made by Richmond City Council.

IV. Policy

It is Council policy that:

1. General Flag Etiquette

- 1.1. The Canadian flag shall always be displayed in the position of priority.
- 1.2. Precedence Order for flags displayed will be as follows:
 1. The ~~n~~National ~~f~~Flag of Canada;
 2. The flags of other sovereign nations in alphabetical order (if applicable);
 3. The flags of the provinces of Canada;
 4. The flags of the territories of Canada;
 5. The flags of municipalities/cities (Richmond first and then alphabetical); **and**
 6. The flags **and banners of Federal or Provincial Government agencies or** organizations.
- 1.3. Flags are not to fall, to lie on, or touch the ground when being carried or displayed. Flags can be displayed at night when flagpoles are in a lit area.
- 1.4. Flags displayed at City facilities shall be displayed according to the official protocol recommended by the Government of Canada and the Province of British Columbia unless otherwise stated in this policy.
- ~~1.5. The Canadian Olympic flag may be displayed on Olympic Day (June 23), with the official visit of representatives of the Canadian Olympic Committee and/or representatives of the International Olympic Committee. Permission must be granted, by the Canadian Olympic Committee, in advance for all other displays of the flag.~~

- ~~1. The Canadian Olympic flag will be flown according to the following order of precedence:
 - a. The national flag of Canada
 - b. The flags of the provinces of Canada
 - c. The flags of the territories of Canada (in alphabetical order)
 - d. The flag of the City of Richmond (Richmond only)
 - e. The Canadian Olympic flag~~
- ~~2. In the event of three flagpoles, the following flags will be displayed: the national flag of Canada, the flag of the City of Richmond and the Canadian Olympic flag. The national flag of Canada will be displayed in the centre, the City of Richmond to the left and the Olympic flag to the right, as is seen by the observer.~~
- ~~3. The flag location must be clean and free of other brands and logos other than the Federal, Provincial or City of Richmond government brands. No other brands will be associated with the Canadian Olympic flag.~~
- ~~4. When not displayed on a flagpole, the Canadian Olympic flag will be on display / in storage in the Richmond Olympic Experience museum. A picture of the display location will be forwarded to the Canadian Olympic Committee.~~

2. Half-masting of Flags

- 2.1. Flags will be flown at half-mast position as a sign of respect and mourning.
- 2.2. During half-masting, flags will be raised to full-mast on the following days:
 - Victoria Day;
 - Canada Day;
 - British Columbia Day; and,
 - Upon the visit of a head of state to the City of Richmond.

These procedures do not apply while flags are half-masted for the death of the Sovereign. Flags half-masted, are raised to full-mast, on the day the new Monarch is proclaimed (king or queen crowned).

- 2.3. All flags displayed on Richmond municipal flagpoles, with halyards and pulleys, will be flown at half-mast from sunrise to sunset on the following days:
 - April 28 Day of Mourning for Persons Killed or Injured in the Workplace
 - November 11 Remembrance Day (11am to sunset)
- 2.4. In the death of an honoured individual, flags shall be flown at half-mast as a sign of respect and mourning. The City of Richmond will bestow honours by half-masting flags from the notification of the death to the day of the memorial service (or from

the time of notification of death until sunset the following day and from sunrise to ~~the~~ sunset on the day of the memorial service) for the following occasions:

- On the death of a Sovereign or a member of the Royal Family related in the first degree to the Sovereign, the current Governor General, or the current Prime Minister;
- On the death of the current Lieutenant Governor or Premier of British Columbia;
- On the death of a current Senator from Richmond, Member of the House of Commons, or a Member of the Legislative Assembly when that member represented a Richmond riding;
- On the death of the current **Richmond** Mayor or a current Richmond City Councillor; **and**
- On the death of a Richmond City employee when their death has occurred as a direct result of performing their duties.;

The City of Richmond will bestow honours by half-masting flags on the day of the memorial service for the following occasions:

- On the death of a former **Richmond** Mayor or a former **Richmond** City Councillor.
- 2.5. Richmond Fire-Rescue and the RCMP may bestow honour for identified groups or individuals at the discretion of the senior commanding officer. This includes the Police and Peace Officers National Memorial Day, honoured annually on the last Sunday of September.
 - 2.6. Should a half-masting need to be commenced on a weekend or statutory holiday, flags are permitted to be lowered on Friday evening, prior to the half-masting date, and raised again on the Monday morning.
 - 2.7. Decisions to fly flags at half-mast on municipal property, on occasions not provided for in this policy, will be made by the Mayor after consultation with members of City Council, the Chief Administrative Officer, and the City Clerk or otherwise as the Mayor shall deem appropriate.

3. Guest Flags ~~of Sovereign Nations and Organizational Banners~~

- 3.1. The City of Richmond will not display **guest** flags or **guest** organizational banners, other than those described **in this section above**, without the consent of City Council.
- 3.2. **Guest flags or organizational banners that will be displayed at City Hall (and could include other municipal facilities) include:**
 - **A flag to recognize the City of Richmond's Pride Week; and**
 - **A flag to commemorate the National Day for Truth and Reconciliation.**
- 3.3. Flags of other sovereign nations will be displayed for official visits only and flown from sunrise to sunset the day of the visit to Richmond.

- 3.4. Flags of other sovereign nations will be displayed at the plaza entrance of City Hall. For this occasion, the flags normally flown will be removed so that only the Canadian flag and guest country flag will be flown in that location on the outer two flagpoles.
- 3.5. Flags of other sovereign nations will be a similar size and proportion to the Canadian flag and in good condition for display.
- 3.6. The City reserves the right to decide whether or not to **display fly** the flag of the nation when there is political unrest or conflict in that nation. The decision to **display fly** the flag of any nation neither implies nor expresses support for the politics of those nations.
- 3.7. **The City of Richmond may choose to display the Canadian Olympic flag at the Richmond Olympic Oval or Richmond City Hall on occasion.**
- 3.8. Flags may be temporarily changed to accommodate a facility rental for filming at Richmond City Hall or another municipal building at the discretion of the City of Richmond. The Canadian flag at the top of Richmond City Hall shall not be interchanged with the flag of another sovereign nation to accommodate filming.
- 3.9. Events involving flag raising ceremonies may be held at City Hall upon request and at the City's discretion.

Attachment 1: Definitions of Key Terms

- **Canadian Flag:** the National Flag of Canada as approved by Parliament and proclaimed by Her Majesty Queen Elizabeth II, Queen of Canada, on February 15, 1965.
- **Canadian and Provincial Official Protocol:**
 - Defined federally by the Government of Canada, Department of Canadian Heritage. ~~as outlined by the and by the Department of Public Works and Government Services Canada through Ceremonial Procedures.~~
 - Defined provincially by the Province of British Columbia, Office of Protocol.
- **Guest Flag:** All flags, particularly those of a nation, country, province, territory, or city.
- **Organizational Banners:** Cloth representation in “flag” format, of a cause, initiative, not-for-profit organization, or special interest group organizations which can be displayed on flagpoles.
- **Sovereign Nation:** A country that is free and independent. In its internal affairs it has undivided jurisdiction over all persons and property within its territory. It claims the right to regulate its economic life without regard for its neighbours and to increase armaments without limit. No other nation may rightfully interfere in its domestic affairs. In its external relations, it claims the right to enforce its own conception of rights and to declare war.
- **Official Visit:** A visit of official business approved by the City of Richmond of one of the following:
 - A member of a Royal family of a country;
 - The head of state of a country;
 - The elected Provincial government leader;
 - The elected mayor of a city; and
 - The designated appointed equivalent of the above where applicable.
- **Half-masting a flag:** A flag is half-masted on a flagpole, with halyards and pulleys, (lowered to the middle of the flagpole) to show respect or mourning for a death. A flag will be brought to the half-mast position by raising it to the top of the mast briskly and immediately lowering it slowly and ceremoniously to half-mast.
- **Memorial Service:** A public gathering to demonstrate respect in order to honour the death of an individual or group.
- **Flagpole Finials:** A finial is a device attached to the top of a flagpole. When displayed indoors, it should be topped by a finial, in the form of a sphere/ball, maple leaf, acorn, or spear point. When displaying foreign flags, they should be in the form of an acorn or spear point finial. Outdoor flagpoles typically have a ball-shaped finial. ~~These are defined as the attached tops of indoor or carried flagpoles. Neutral finials~~

~~are defined as acorns or spears that shall be displayed on all flags when including the flag of other sovereign nations.~~

- **Canadian Olympic Flag:** Official flag of the Canadian Olympic Committee. The rights, permissions, and obligations **are** managed by the Canadian Olympic Committee.



Page 1 of 4	Flags	Policy 1306
	Adopted by Council: TBD	

POLICY 1306:

I. Purpose

To identify the policy to be used for displaying flags under Richmond City Council's jurisdiction, namely all flags displayed on municipal property.

II. Scope

This policy applies to all flags flown by the City of Richmond at all municipal facilities, including the Richmond Olympic Oval. This policy does not apply to the City's Street Banner Program. Definitions of key terms are included in Attachment 1.

III. Responsibility

Decisions under this policy to display flags, half-mast flags, display organizational banners or guest flags on occasions not provided for in this policy, will be made by Richmond City Council.

IV. Policy

It is Council policy that:

1. General Flag Etiquette

- 1.1. The Canadian flag shall always be displayed in the position of priority.
- 1.2. Precedence Order for flags displayed will be as follows:
 1. The National Flag of Canada;
 2. The flags of other sovereign nations in alphabetical order (if applicable);
 3. The flags of the provinces of Canada;
 4. The flags of the territories of Canada;
 5. The flags of municipalities/cities (Richmond first and then alphabetical); and
 6. The flags and banners of organizations.
- 1.3. Flags are not to fall, to lie on, or touch the ground when being carried or displayed. Flags can be displayed at night when flagpoles are in a lit area.

- 1.4. Flags displayed at City facilities shall be displayed according to the official protocol recommended by the Government of Canada and the Province of British Columbia unless otherwise stated in this policy.

2. Half-masting of Flags

- 2.1. Flags will be flown at half-mast position as a sign of respect and mourning.

- 2.2. During half-masting, flags will be raised to full-mast on the following days:

- Victoria Day;
- Canada Day;
- British Columbia Day; and
- Upon the visit of a head of state to the City of Richmond.

These procedures do not apply while flags are half-masted for the death of the Sovereign. Flags half-masted, are raised to full-mast, on the day the new Monarch is proclaimed (king or queen crowned).

- 2.3. All flags displayed on Richmond municipal flagpoles, with halyards and pulleys, will be flown at half-mast from sunrise to sunset on the following days:

- April 28 Day of Mourning for Persons Killed or Injured in the Workplace
- November 11 Remembrance Day (11am to sunset)

- 2.4. In the death of an honoured individual, flags shall be flown at half-mast as a sign of respect and mourning. The City of Richmond will bestow honours by half-masting flags from the notification of the death to the day of the memorial service (or from the time of notification of death until sunset the following day and from sunrise to sunset on the day of the memorial service) for the following occasions:

- On the death of a Sovereign or a member of the Royal Family related in the first degree to the Sovereign, the current Governor General, or the current Prime Minister;
- On the death of the current Lieutenant Governor or Premier of British Columbia;
- On the death of a current Senator from Richmond, Member of the House of Commons, or a Member of the Legislative Assembly when that member represented a Richmond riding;
- On the death of the current Richmond Mayor or a current Richmond City Councillor; and
- On the death of a Richmond City employee when their death has occurred as a direct result of performing their duties.

The City of Richmond will bestow honours by half-masting flags on the day of the memorial service for the following occasions:

- On the death of a former Richmond Mayor or a former Richmond City Councillor.
- 2.5. Richmond Fire-Rescue and the RCMP may bestow honour for identified groups or individuals at the discretion of the senior commanding officer. This includes the Police and Peace Officers National Memorial Day, honoured annually on the last Sunday of September.
 - 2.6. Should a half-masting need to be commenced on a weekend or statutory holiday, flags are permitted to be lowered on Friday evening, prior to the half-masting date, and raised again on the Monday morning.
 - 2.7. Decisions to fly flags at half-mast on municipal property, on occasions not provided for in this policy, will be made by the Mayor after consultation with members of City Council, the Chief Administrative Officer, and the City Clerk or otherwise as the Mayor shall deem appropriate.

3. Guest Flags and Organizational Banners

- 3.1. The City of Richmond will not display guest flags or organizational banners, other than those described in this section, without the consent of City Council.
- 3.2. Guest flags or organizational banners that will be displayed at City Hall (and could include other municipal facilities) include:
 - A flag to recognize the City of Richmond's Pride Week; and
 - A flag to commemorate the National Day for Truth and Reconciliation.
- 3.3. Flags of other sovereign nations will be displayed for official visits only and flown from sunrise to sunset the day of the visit to Richmond.
- 3.4. Flags of other sovereign nations will be displayed at the plaza entrance of City Hall. For this occasion, the flags normally flown will be removed so that only the Canadian flag and guest country flag will be flown in that location on the outer two flagpoles.
- 3.5. Flags of other sovereign nations will be a similar size and proportion to the Canadian flag and in good condition for display.
- 3.6. The City reserves the right to decide whether or not to display the flag of the nation when there is political unrest or conflict in that nation. The decision to display the flag of any nation neither implies nor expresses support for the politics of those nations.
- 3.7. The City of Richmond may choose to display the Canadian Olympic flag at the Richmond Olympic Oval or Richmond City Hall on occasion.
- 3.8. Flags may be temporarily changed to accommodate a facility rental for filming at Richmond City Hall or another municipal building at the discretion of the City of Richmond. The Canadian flag at the top of Richmond City Hall shall not be interchanged with the flag of another sovereign nation to accommodate filming.
- 3.9. Events involving flag raising ceremonies may be held at City Hall upon request and at the City's discretion.

Attachment 1: Definitions of Key Terms

- **Canadian Flag:** the National Flag of Canada as approved by Parliament and proclaimed by Her Majesty Queen Elizabeth II, Queen of Canada, on February 15, 1965.
- **Canadian and Provincial Official Protocol:**
 - Defined federally by the Government of Canada, Department of Canadian Heritage.
 - Defined provincially by the Province of British Columbia, Office of Protocol.
- **Guest Flag:** All flags, particularly those of a nation, country, province, territory, or city.
- **Organizational Banners:** Cloth representation in “flag” format, of a cause, initiative, not-for-profit organization, or special interest group which can be displayed on flagpoles.
- **Sovereign Nation:** A country that is free and independent. In its internal affairs it has undivided jurisdiction over all persons and property within its territory. It claims the right to regulate its economic life without regard for its neighbours and to increase armaments without limit. No other nation may rightfully interfere in its domestic affairs. In its external relations, it claims the right to enforce its own conception of rights and to declare war.
- **Official Visit:** A visit of official business approved by the City of Richmond of one of the following:
 - A member of a Royal family of a country;
 - The head of state of a country;
 - The elected Provincial government leader;
 - The elected mayor of a city; and
 - The designated appointed equivalent of the above where applicable.
- **Half-masting a flag:** A flag is half-masted on a flagpole, with halyards and pulleys, (lowered to the middle of the flagpole) to show respect or mourning for a death. A flag will be brought to the half-mast position by raising it to the top of the mast briskly and immediately lowering it slowly and ceremoniously to half-mast.
- **Memorial Service:** A public gathering to demonstrate respect in order to honour the death of an individual or group.
- **Flagpole Finials:** A finial is a device attached to the top of a flagpole. When displayed indoors, it should be topped by a finial, in the form of a sphere/ball, maple leaf, acorn, or spear point. When displaying foreign flags, they should be in the form of an acorn or spear point finial. Outdoor flagpoles typically have a ball-shaped finial.

- **Canadian Olympic Flag:** Official flag of the Canadian Olympic Committee. The rights, permissions, and obligations are managed by the Canadian Olympic Committee.